

FY 2015 COPS Community Policing Development CPD

(President's Task Force on 21st Century Policing Field Initiated Projects)

Chicago Police Department

Project Description

1. TOPIC AND PROGRAM OUTCOME IDENTIFICATION AND JUSTIFICATION

Policing in the United States is at a critical crossroads. Despite a focus on community-oriented policing by most police organizations over the past two decades, much of the trust that has developed between police and residents in many communities, particularly minority communities, seems to have dissipated in response to several well-publicized violent interactions between officers and people on the street. It has been suggested that many police officers have consequently lost confidence that they can “fight crime” as aggressively as they have in the past and not risk being subject to discipline or even prosecution, so perhaps it is no coincidence that many jurisdictions have experienced recent increases in violent crime for the first time in years.

The importance of regaining and even strengthening trust between the police and communities, especially those communities that are experiencing unacceptably high rates of violent crime, cannot be overstated. Why? Because of a simple but compelling and universally accepted truth, that building safe communities requires community partnership with the police (the police alone cannot make a community safe) and because that partnership cannot be achieved without a healthy level of trust between community and police. Without such trust and the opportunities it can create for meaningful police-community collaboration and partnership, crime will stay high no matter how hard the police try to make a difference.

We in Chicago believe that achieving a strong community policing philosophy throughout the entire organization (*President's Task Force on 21st Century Policing*,

Recommendation 4.2) and strong community policing practices at the District level is the pathway to building trust and partnership with community – and that this will create opportunities to build the community capacities we need to have a chance of ‘co-producing’ safe communities (President’s Task Force on 21st Century Policing, Recommendation 4.5).

Because of a deep Chicago Police Department (CPD) commitment to achieving a strong, department-wide buy-in to a community policing philosophy, all sworn members have participated in the first phase of a procedural justice and police legitimacy training, developed in cooperation with Dr. Tom Tyler and Professor Tracey Meares of Yale University, that has achieved national recognition and much replication. A second phase of procedural justice training for all members began earlier this year. By fostering a work environment in which procedural justice principles become standard practice, CPD is attempting to create an organizational culture that nurtures trust between the public and the police that can lead to improved public safety partnerships and safer communities (*President’s Task Force on 21st Century Policing, Recommendation 1.1*).

For similar reasons, and triggered by recent policing events around the country, Chicago Police Department Superintendent Garry McCarthy held a series of meetings with community residents and organization leaders around the City for the past several months (scheduled to continue over the next several months) to engage in a frank and open dialogue about how to move forward in improving police-community relations in Chicago, particularly in minority communities. Consistent themes have emerged at each of these meetings, including the need for more positive, non-enforcement related interaction between beat officers and community residents (*President’s Task Force on 21st Century Policing, Recommendation 1.5*), and the need to provide training and information to young people about their rights and responsibilities during

interactions with police officers (*President's Task Force on 21st Century Policing, Recommendation 4.6*).

In these meetings, the subject of how public safety in Chicago can benefit by CPD measuring its success in implementing community policing philosophy and practice has been consistently raised by community members and organization leaders.

This series of community meetings, as well as similar meetings being conducted by all of CPD's District Commanders, is laying the groundwork for a new comprehensive community relations strategy for the Department that will reinforce the responsibility of all the members of the Department for implementing community policing. CPD will also be holding focus groups with police officers from throughout the Department (e.g. within the Bureaus of Patrol, Detectives, and Organized Crime) to inform that strategy.

CPD understands that a strong community policing philosophy must be matched by effective community policing practices at the District level, and we have come to realize that to improve community policing practices, we need to 1) identify and define evidence-based community policing practices, 2) train sworn and civilian staff in their use, 3) report on their delivery, 4) assess their impact, and 4) hold district personnel accountable for both the extent and quality of their community policing efforts. It is a truism in law enforcement that "what matters gets measured and reported" so it is surprising indeed, given the importance placed on community policing, that a search for national best practices on measuring the extent and quality of community policing produces no results. Seemingly and amazingly, no-one in the country has developed or is using community policing metrics to improve community policing practices (even though there has been considerable effort to measure attitudes toward the police as an outcome indicator of the quality of policing and the extent of citizen cooperation and partnership

with the police). Even the Bureau of Justice Assistance "Performance Measures to Consider" (<https://www.bja.gov/evaluation/program-crime-prevention/cbcp5.htm>) are rudimentary and do not reflect either the evolution of community policing that has occurred over time or the realities of life in the 21st Century.

We at CPD believe that if meaningful community policing metrics are not developed, community policing will always be considered "that program that other officers are responsible for" and it will always be less important than the crisis of the day.

We at CPD believe that researching, developing and engaging in best community policing practices will lead to:

- Development of a community policing toolkit, that will help us
- Develop metrics to describe how and when those tools should be used, that will help us
- Define our community policing expectations for district personnel and
- Define gaps in their ability to use those tools that can be
- Remedied through training, and that
- The impact of our community policing practices can be measured, and that
- Reporting on community policing activity and outcome metrics will foster accountability, which will
- Improve community policing performance and outcomes.

And we firmly believe that developing the ability to use community policing metrics to measure, in real time, how effectively community policing is being implemented will be critical to systematizing and institutionalizing the community-oriented philosophy of policing and best practices across the nation that are needed to build (or regain) trust with communities, especially communities of color.

For this reason, the Chicago Police Department is submitting a "President's Task Force on 21st Century Policing Field Initiated Projects" proposal that elicits the support of nationally recognized subject matter experts in community policing to help CPD develop and field test a community policing toolkit, metrics, training, and reporting/accountability via CompStat. The Chicago Police Department believes that piloting this work in a well-chosen District (explained below) will help law enforcement organizations around the country to effectively implement and track many of the recommendations of the recently published Final Report of the President's Task Force related to building trust and legitimacy and community policing and crime reduction, including Task Force recommendations 1.1, 1.3, 1.5, 1.7, 2.1, 4.1, 4.2, 4.4, 4.5, 4.6, 4.7, and 5.2.

2. PROGRAM GOALS

The Chicago Police Department, in collaboration with nationally recognized academic subject matter experts in the field of community policing and with significant community input, proposes to develop comprehensive community policing output and outcome performance measures (i.e. metrics) for use in a "community policing dashboard" (i.e. technology) that will provide law enforcement supervisors and managers with quick and comprehensive access to the data they need to 1) measure our effective implementation of a community-oriented model of policing and 2) to use that data to hold personnel accountable and improve community policing practices. **The Chicago Police Department believes that establishment of these metrics and a system to access and use them will have national value for law enforcement organizations throughout the United States.**

At the same time, the Chicago Police Department will develop a community policing tool kit and appropriate training to use these tools effectively that will allow all officers, community members and community organizations to quickly understand, adapt and engage in specific

strategies and practices on a local level to address crime and disorder issues. **The Chicago Police Department believes that this toolkit will have national value for law enforcement organizations throughout the United States.**

CPD has a specific interest in refocusing attention and resources toward crime prevention, and envisions using a train-the-trainer model whereby the pilot project will identify and train a District employee (or better yet, a District team consisting of an officer and a CAPS civilian community organizer) to become District Crime Prevention Specialists whose mission will be to train community volunteers to be Community Crime Prevention Specialists who will then educate and train members of their community in effective crime prevention methods, how they can help the police, how they can keep their homes and blocks and neighborhoods safe.

The Chicago Police Department is convinced that the following scientific yet practical approach to improving community policing to build trust between police and community in order to create the community capacities needed for community and police to co-produce public safety is critically important to policing in America. CPD believes that our grassroots approach to improving community policing and community capacity will complement and supplement the work being proposed by the Vera Institute and the Police Foundation to incorporate community policing metrics in CompStat through a national demonstration initiative informed by research, expert ideas, and lessons from the field.

3. STRATEGY TO ACHIEVE PROGRAM OUTCOMES AND GOALS

The Chicago Police Department proposes to take a very practical "bottom up" approach to developing community policing performance measures (i.e. metrics) and practices (i.e. tools). CPD will use one carefully chosen Chicago police district as a "laboratory", and work with local and nationally recognized subject matter experts to conduct an intensive study of all community-

related activities being implemented in that district to design, implement and evaluate a comprehensive community policing strategy focused on the capacity of police and community to co-produce public safety. This focus on one district will allow for sustained and consistent discussion with and between officers assigned to the district and community residents and organizational stakeholders. The Chicago Police Department also believes that this approach will produce community policing performance measures, practices and implementation strategies that will be scalable for law enforcement jurisdictions of all sizes around the country, not just for larger law enforcement organizations with comparable scope to the Chicago Police Department.

The Pilot District: The Department proposes to focus efforts in the 10th Police District, located on the City's near southwest side. The 10th District entirely encompasses the community areas of North and South Lawndale (commonly known in Chicago as Little Village). With a total population of 118,093 according to the 2010 census data, the 10th District is 62% Hispanic, concentrated almost entirely in the Little Village neighborhood, and 33% African-American, concentrated almost entirely in the North Lawndale community. The median household income in North Lawndale is just over \$25,000 (median income for Chicago is just under \$43,000); the number of individuals with less than a high school education is more than double the citywide average. The median household income in Little Village is approximately \$40,000; however, the number of individuals with less than a high school education is more than triple the citywide average. North Lawndale is one of the neighborhoods in Chicago with the highest rate of formerly incarcerated individuals. Little Village has a high percentage of immigrants, particularly from Mexico.

Violent crime in the 10th District has declined over the course of the past six years, with murders declining from 30 in 2009 to 24 in 2014, and shootings declining from 135 in 2009 to

106 in 2014; however the 10th District still ranks in the top 10 most violent districts in Chicago. Twenty-one percent of the shooting victims in the 10th District in 2014 were 17 years old or younger. Murders in 2014 were split roughly equally between the two communities and 80% of the murder victims had a documented street gang affiliation; however the per capita rate of murders was significantly higher in North Lawndale. Overall crime in the 10th District has decreased 44% over the past four years and murder, robbery, aggravated battery burglary, theft, and motor vehicle theft have all dramatically declined over the past four years.

The Pilot Communities: The 10th District is also the site of two Local Initiatives Support Corporation (LISC) *New Communities Program* (NCP) efforts, one in North Lawndale and one in Little Village. The New Communities program is a long-term, well-financed LISC initiative to support comprehensive community development in 16 Chicago neighborhoods. This long-term community development effort seeks to rejuvenate challenged communities, bolster those in danger of losing ground, and preserve the diversity of areas in the path of gentrification. All NCP neighborhoods have undertaken a structured community planning process that involved local residents and leaders in the creation of strategies to improve the community's quality of life. Three communities completed plans in a pilot phase of the program from 1998 through 2002; most of the other NCP communities (including North Lawndale and Little Village) participated in neighborhood planning programs between May 2003 and May 2005 to develop and implement quality-of-life plans – and Little Village renewed their plan in 2013. A total of 3,000 people across the city participated in the meetings that produced the NCP plans.

The lead community organizations for the NCP initiative in the 10th District are Enlace in Little Village and the Lawndale Christian Development Corporation (LCDC) in North Lawndale. Enlace is dedicated to making a positive difference in the lives of the residents of the Little

Village Community by fostering a physically safe and healthy environment in which to live and by championing opportunities for educational advancement and economic development. Lawndale Christian Development Corporation was established in 1987 by Lawndale Community Church to bring holistic revitalization to the lives and environments of Lawndale residents through economic empowerment, housing improvements, educational enrichments and community advocacy. Because the quality of life plans developed by both Enlace and LCDC contain significant planning relating to improving public safety, both organizations have been long-term partners with the Chicago Police Department in the 10th District.

As elaborated on in the Management and Implementation discussion below, the basic 24-month timeline for this project will include a six-month planning period, followed by a 12-month implementation period, and although implementation will continue in the final six months and project evaluation will be continuous throughout the entire 24-month project period, the final six months will focus on evaluating and reporting on project process and outcomes.

The Team leader(s) will convene monthly Team member meetings (some will include subject matter experts identified below in Section 5.) at Chicago Public Safety Headquarters and at community locations, including at the 10th District, and develop meeting agendas to advance progress toward project goals and objectives. The Team leader(s) will also create ad hoc working subcommittees (e.g. training, technology development, community outreach) and make individual team member assignments (e.g. researching best practices and strategies).

The project Team understands that defining police and community needs and strategies will require police and community to collaborate nondefensively – and CPD understands that we cannot and must not present to community as though we have the answers or, as though we know what they need to do themselves to stay safe. Rather, together, we need to ask the right

questions of ourselves and our subject matter experts to arrive at mutually conceived goals and strategies. For these reasons, project meetings will be highly collaborative as we begin to document activities related to crime prevention and community policing in order to 1) begin to build a base of community policing metrics that more accurately reflect the evolution of community policing in the 21st Century and 2) to begin to build a community policing tool box and both output and outcome metrics that are transferrable to jurisdictions throughout the United States. This grassroots identification of strategies, conducted independently in the two distinct communities that comprise the 10th District, will help us begin to determine what differences between the two neighborhoods may be impacting the level of success of individual strategies and efforts, and particularly the impact that varying levels of collective efficacy in each community has on the impact of community policing on reducing crime, particularly violent crime. The development of a "community policing toolkit" will also move beyond the mere identification of "best practices" by including practical step-by-step information on how to implement strategies and what resources are necessary for success.

This type of in-depth bottom up review and identification of strategies and their impact, as well as an assessment of the capacity of communities, will also help to identify how the Chicago Police Department and the City of Chicago, as well as other jurisdictions throughout the nation, can better support community partners in improving their ability to be effective partners with law enforcement in preventing and reducing crime. It should be noted that the Chicago Police Department has already embraced this type of support through its ***Force For Good*** program. In 2011 and in partnership with an Advisory Board of public and private community service professionals, CPD began using a small amount of U.S. Department of Justice grant funding (approximately \$40-50,000 per year) to improve the capacities of 501(c)3 non-profit

organizations to better serve Chicago communities experiencing high rates of crime. The program offers (1) capacity-building and skill development; (2) individual diagnostic organizational assessments; and (3) a mentorship program staffed by experienced non-profit professionals.

The Chicago Police Department believes that the current proposal for Community Policing Development grant funds will help to continue to inform the ways in which law enforcement organizations and municipalities can support the development of more effective community partnerships in improving public safety.

4. Capacity and Experience

The Chicago Police Department is fully prepared to engage with key partners in the collaborative planning needed to implement a successful project to improve community policing practices and strategies and as a pathway to building the community trust, partnership and capacities needed to co-produce measurably safe communities in the target District. From the Superintendent of Police on down through the ranks, the Chicago Police Department's mission and focus is consistent with, complementary to, and supportive of the proposed project.

The Chicago Police Department has been implementing arguably the most comprehensive community policing strategy in the Nation for the past 23 years. The strategy is centered on building relationships with residents and organizational stakeholders, and problem solving on a very local level to ensure that strategies meet the needs of individual neighborhoods throughout the City. In the last four years, the Department has refocused its community policing efforts, reorganizing the Department to better deliver community policing by disbanding citywide task forces with no connection to the community and redistributing those personnel resources back to the districts. Building relationships on a indigenous level, and developing and implementing

multi-faceted strategies to address the conditions that contribute to crime – also on a local level – has resulted in significant declines in crime in virtually all categories for over twenty years.

The local project management Team will be co-led by the Bureau of Patrol Deputy Chief of Community Policing and the CAPS (Chicago Alternative Policing Strategy, CPD's term for community policing) Deputy Director, and it will include: the 10th District Commander; the LISC – Chicago Deputy Director; the CPD Director of Grants Management as administrative project lead; a lieutenant from CPD's Training Division; and representatives from the two community lead agencies, Enlace and Lawndale Christian Development Corporation. Other CPD personnel will assist (e.g. procurement specialist, accountant, a grants research specialist, a data sharing specialist from CPD's R&D.)

CPD's administrative lead for this project, their Director of Grants Management, and other project staff from CPD's Finance and Research & Development Divisions who will be responsible for this grant's administrative planning, implementation, monitoring and reporting, have decades of relevant, practical experience and training, and considerable recent hands-on experience managing other U.S. Department of Justice (COPS, BJA, and NIJ) grant-funded projects without audit findings or significant lapse of funding. These administrative personnel are skilled and experienced project managers, expert in navigating through and overcoming bureaucratic obstacles that can interfere with achieving grant objectives, and they will be dedicated to achieving project goals in full compliance with grant requirements.

5. Management and Implementation Plan

Timeline and Project Milestones

The following timeline has been created to achieve project objectives in a reasonable and accountable timeframe for reporting and management.

Grant award acceptance, budget and set-up: September 2015-October 2015

The City of Chicago and Chicago Police Department will setup financial processes and accounting systems for tracking, reporting and monitoring the grant budget and expenditures for this project.

Phase 1: October 2015 – December 2015

Convene meetings with identified subject matter experts, LISC-Chicago, 10th District Police Commander and other district personnel, and community partners to begin to develop the framework for the grassroots investigation, including identification of key stakeholders in the community that are implementing community policing and crime prevention strategies.

- Convene three meetings to develop framework

Phase 2: January 2016 – December 2016

Conduct fieldwork in the 10th District, including interviews with key stakeholders identified in phase 1, including documentation of strategies, how strategies were developed and implemented, and what the outcome of the strategies was.

- Conduct field assessments and interviews with stakeholders, including 10th District police personnel, community partners, and key neighborhood stakeholders
- Begin documentation of strategies

Phase 3: January 2017 – March 2017

Synthesize results of fieldwork and begin to build comprehensive metrics based on strategies identified, as well as create the community policing tool-kit.

- Begin development of tool-kit
- Develop training
- Complete tool-kit and launch web and print version

Phase 4: April 2017 – June 2017

Build and beta test the "community policing dashboard" that will allow for real time analysis of community policing data to ensure accountability and document performance on both a Department-wide, district and more localized basis.

- Begin development of dashboard
- Complete development and beta test dashboard

Wrap and Summary Activity: July 2017 – August 2017

Develop enhanced reporting and accountability reporting based on feedback; refine implementation model, including policies and training program; complete evaluation and prepare closeout report.

Management Staffing Plan

The local project management Team will be co-led by the Bureau of Patrol Deputy Chief of Community Policing and the CAPS (Chicago Alternative Policing Strategy, CPD's term for community policing) Deputy Director, and it will include: the 10th District Commander; the LISC – Chicago Deputy Director; the CPD Director of Grants Management as administrative project lead; a lieutenant from CPD's Training Division; and representatives from the two community lead agencies, Enlace and Lawndale Christian Development Corporation. Other CPD personnel will assist (e.g. procurement specialist, accountant, a grants research specialist, a data sharing specialist from CPD's R&D.)

Subject Matter Experts: The Chicago Police Department has recruited a dream team of nationally known and respected subject matter experts to work with CPD on this ground-breaking community policing development project.

Professor James J. Willis, Ph.D., is the interim chair of the College of Humanities and Social Sciences at George Mason University, and a qualitative researcher whose interests include police organizational reform, police discretion, police technology, and penal history. With colleagues, his current projects include an examination of the effects of different technologies on police organizations, an assessment of the quality of police decision-making at the street-level, and an exploration of the uses of license-plate readers. Along with his co-authors, in 2008 he was awarded the *Law and Society Association's* article prize for research that used different theoretical perspectives to explain CompStat's implementation in three police departments. An example of his relevant work is detailed in his C.V. which details numerous relevant works and publications on the subject of police legitimacy and community policing.

Dennis P. Rosenbaum, Ph.D., is Director of the Center for Research in Law and Justice at the University of Illinois at Chicago; Chair, Division of Policing, American Society of Criminology; and a Principal Investigator for the National Police Research Platform. Previously, he served in the positions of Director of Graduate Studies, Department Head, and Dean. In 1997 he founded and co-directed the Institute for Public Safety Partnerships, a regional community policing institute that continues to provide education and training to law enforcement agencies and community organizations. Dr. Rosenbaum's areas of research expertise include police organizations, the life course of police officers, community policing, hot spots policing, community and school-based prevention, interagency partnerships and program evaluation methods. Dr. Rosenbaum has completed eight books including *Community Policing* (1994) and *Preventing Crime* (1998). Dr. Rosenbaum regularly serves as an advisor to local, state, federal and international agencies in the public safety field and is currently the United States' representative on the Scientific Committee of the International Center for the Prevention of

Crime. Dr. Rosenbaum serves on the editorial board of the Journal of Quantitative Criminology and is a Fellow in the Academy of Experimental Criminology, devoted to promoting randomized control trials. Examples of his relevant works are included in his C.V. list of publications, articles and notable works.

Wesley G. Skogan, Ph.D., holds joint appointments with the Political Science Department and the Institute for Policy Research at Northwestern University. His research focuses on the interface between the public and the legal system, in policing, community involvement in crime prevention and victim services. His most recent books on policing are: *Police and Community in Chicago* (2006), *Community Policing: Can It Work?* (2003), *On the Beat: Police and Community Problem Solving* (1999) and *Community Policing, Chicago Style* (1997). They are empirical studies of community policing initiatives in Chicago and elsewhere. Another line of his research concerns neighborhood and community responses to crime, including fear of crime, the impact of crime on neighborhood life, and crime prevention efforts by community organizations. Prof. Skogan has been a visiting scholar at the Max-Planck-Institute (Freiburg), UNICRI in Rome, the Dutch Ministry of Justice (WODC), the University of Alberta, and Johns Hopkins University. He spent two years as a Visiting Fellow at the National Institute of Justice. He served as a consultant to the British Home Office, developing and analyzing the British Crime Survey. From 1999-2004 he chaired the National Research Council's Committee on Research on Police Policies and Practices, and he co-edited the committee's report, *Fairness and Effectiveness in Policing: The Evidence*.

LISC Chicago's extensive experience and expertise in building community networks and capacities, including those focused on community safety, offers a unique platform for examining strategic approaches to public safety challenges on a grassroots level and to use that examination

to help CPD develop comprehensive community policing activity and outcome metrics. LISC Chicago's work with the Chicago Police Department and other public safety organizations has spanned dozens of safety-related projects including anti-violence, prisoner re-entry and juvenile deterrence efforts. LISC's Deputy Director of Programs, Keri Blackwell, has been point person for LISC Chicago on safety issues for 10 years, developing expertise in modern policing strategies, neighborhood anti-violence initiatives, prevention approaches and safety information systems. LISC's Executive Director, Susana Vasquez, serves on the Chicago Violence Reduction Strategy Advisory Board. Virtually all of the 17 lead agencies in LISC's New Communities Program have identified crime reduction as a priority, and LISC has responded with grant support, technical assistance, organizational capacity-building and specific safety-related programs.

CPD proposal authors have discussed the current CPD proposal with **VERA Institute of Justice** Chief of Staff Susan Shah, and with **Local Initiatives Support Corporation** Community Safety Director Julia Ryan. Both have told us they understand and appreciate the relevance of our proposal to their work and mission, and to national needs and issues concerning police – community relations. Both have agreed to support this Chicago effort and to be named in our application as "partners."

6. EVALUATION PLAN/EFFECTIVENESS OF THE PROGRAM

Project Team members, assisted by key partners including our subject matter consultants, will collect and analyze various types of data as part of a project process and outcome evaluation, and for reporting purposes. The process evaluation will document planning and implementation activities to help the Team understand the extent to which project activities were implemented as planned, to document program successes, and to chronicle barriers to

implementation and the solutions developed to address those barriers. The process evaluation will be more than passive documentation, and periodic and timely feedback to the Team throughout the project planning and implementation phases will help guide decision making and drive innovation.

The project's outcome evaluation will document development of community policing activity and outcome metrics, the community policing tools and practices the metrics they represent, the gap analysis conducted by the team to understand community and police training needs, delivery of training as measured by pre- and post-training surveys, and most importantly of all, the project's degree of success in delivering a comprehensive community policing methodology for ongoing use and refinement to:

- Improve community policing practices;
- Improve police-community trust and partnership;
- Improve community capacity to be effective public safety partners; and
- Perhaps even demonstrate, at least correlationally, that police and community have successfully co-produced declines in crime rates in the target District.